

Message Text

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13-12

ACTION IO-11

INFO OCT-01 AF-06 ISO-00 ARA-06 EA-07 EUR-12 NEA-10 AID-05

FEA-01 ACDA-05 AGR-05 CEA-01 CEQ-01 CG-00 CIAE-00

CIEP-01 OFA-01 COME-00 DLOS-04 DODE-00 DOTE-00 EB-07

EPA-01 ERDA-05 FMC-01 TRSE-00 H-02 INR-07 INT-05

JUSE-00 L-03 NSAE-00 NSC-05 NSF-01 OES-03 OMB-01

PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06 SAL-01 /148 W

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FM AMEMBASSY ADDIS ABABA

TO SECSTATE WASHDC 8242

C O N F I D E N T I A L ADDIS ABABA 2140

E.O. 11652: GDS

TAGS: PFOR PORG US ET

SUBJECT: MULTILATERAL AFFAIRS: INFORMATION ON HOST GOVT:
ETHIOPIA

REF: STATE 037591

THERE FOLLOW EMBASSY'S ANSWERS TO QUESTIONS LISTED PARA 7
REFTEL:

A. ETHIOPIA IS MEMBER OF ECA, FAO, IAEA, IBRD, ICAO,
ILO, IMF, ITU, OAU, UN, UNESCO, UPU, WHO AND WMO. ETHIOPIA
RANKS AMONG THE UN'S "LEAST DEVELOPED." IT CONSIDERS IT-
SELF AN AFRICAN, REVOLUTIONARY, NON-ALIGNED, DEVELOPING,
AGRICULTURAL COUNTRY. ITS GOVERNMENT HAS OPTED FOR A
"PROGRESSIVE ETHIOPIAN SOCIALISM" AS ITS POLITICAL, ADMINIS-
TRATIVE AND DEVELOPMENTAL PATH. ETHIOPIA'S PARTICIPATION
IN MULTILATERAL FORA IS INTENDED TO ENHANCE ITS SECURITY,
FOSTER ITS DEVELOPMENT, MODERNIZE ITS INFRASTRUCTURE, IM-
PROVE THE STANDARD OF LIVING OF ITS PEOPLE, PROVIDE ACCESS
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TO SPECIALIZED TECHNICAL EXPERTISE AND RELATED BENEFITS

SUPPORTIVE OF THE GENERAL PURPOSES CITED ABOVE. ETHIOPIA'S PARTICIPATION IN INTERNATIONAL POLITICAL FORA (UN, OAU) IS PRIMARILY INTENDED TO KEEP HER IN GOOD STANDING WITH GROUPS OF STATES WHICH ARE KEY TO ITS CENTRAL PREOCCUPATION WITH THE PROTECTION OF ITS VITAL NATIONAL INTERESTS, VIZ. ITS TERRITORIAL INTEGRITY AND POLITICAL COHESION. IN PRACTICE THIS HAS LONG (I.E., UNDER THE IMPERIAL AS WELL AS THE CURRENT GOVERNMENT) TAKEN THE FORM OF "MAINSTREAM VOTING" VIZ. PARTICIPATION IN MAJORITY AFRICAN AND NON-ALIGNED CONSENSUSES ON ALL MATTERS OF LESS THAN IMMEDIATE AND DIRECT INTEREST TO ITSELF. ON LATTER, ETHIOPIAN MANEUVERING IN INTERNATIONAL FORA HAS OF LATE BEEN BY AND LARGE SOPHISTICATED, CAREFULLY PREPARED, TACTICALLY ASTUTE AND REASONABLY SUCCESSFUL. WHEREAS "MAINSTREAM VOTING" OFTEN ALIGNED ETHIOPIA WITH HER POTENTIAL ENEMIES ON THIRD COUNTRY, ATMOSPHERIC OR PROPAGANDA ISSUES IN THE INTERESTS OF SOLIDARITY, GOOD GROUP STANDING, AND THE TENDERING OF IOU'S WHICH CAN HOPEFULLY BE CALLED IN WHEN MATTERS OF IMMEDIATE MOMENT TO ETHIOPIA ARISE, ETHIOPIA CAREFULLY HEWS TO REALITIES IN HER MULTILATERAL DIPLOMACY WHEN HARD INTERESTS ARE AT ISSUE. LATELY, IDEOLOGICAL MOTIVATIONS HAVE GAINED SOME GROUND AT THE EXPENSE OF PRAGMATISM BOTH FOR POLITICAL REASONS (DOMESTIC DEVELOPMENT: DILUTING ARAB AND SOCIALIST SUPPORT TO ETHIOPIA'S POTENTIAL ENEMIES) AND BECAUSE WESTERN ATTITUDES/RESPONSES TO THE RESULT HAVE BEEN DEEMED TO ALLOW IT. SPECIFIC KEY ISSUES FOR "76 INCLUDE: (A) PREVENTING THE FURTHER INTERNATIONALIZATION OF THE ERITREAN PROBLEM; (B) DETERRING SOMALIA FROM PURSUING ITS TERRITORIAL CLAIMS UPON ETHIOPIA BY MILITARY MEANS; (C) RETAINING AN EFFECTIVE FRENCH PRESENCE IN TFAI UNTIL DJIBOUTI'S INDEPENDENCE WITH UNTRAMMEED ETHIOPIAN ACCESS TO THE SEA CAN BE SATISFACTORILY GUARANTEED.

. AFRICAN, NON-ALIGNED CONSENSUSES ARE JOINED WHENEVER POSSIBLE FOR PROTECTIVE COLORATION ETC. AS EXPLAINED ABOVE. ON ISSUES OF DIRECT IMMEDIATE CONCERN, EPMG DOES TRY TO EXERT INFLUENCE (A) TO SOLATE THE THREAT (SOMALIA), (B) DIVIDE OPPONENTS (ARAB SUPPORTERS OF ELF/PLF), (C) ASSEMBLE SUPPORT FOR ITSELF.

C. ETHIOPIAN DELEGATES ARE USUALLY PROFESSIONAL
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DIPLOMATS WITH CONSIDERABLE MULTILATERAL EXPERIENCE. THEY RECEIVE GENERAL INSTRUCTIONS ON ETHIOPIA'S OBJECTIVES AND ARE USUALLY EXPECTED TO DEVISE THE TACTICS THEMSELVES. AS THESE REPRESENTATIVES, SHORT OF MINISTERIAL/DIRG LEVEL, HAVE VERY LIMITED PERSONAL POLITICAL AUTHORITY THEY NORMALLY VOTE IN "LINE" WITH THEIR INSTRUCTIONS. THERE ARE VERY OCCASIONAL EXCEPTIONS. EPMG CONTROL OVER ITS DELEGATIONS DURING CONFERENCES IS FAIRLY GOOD AND SO IS LATTER'S RE-

PORTING.

D. FONMIN AND DIRG MEMBERS WOULD HAVE DEGREE OF SUCH AUTHORITY. PERMREPS AND BEOW WOULD NOT.

E. EPMG HEARS OUR VIEWS CAREFULLY AND STUDIES THEM. HOWEVER, GIVEN THE FACTORS LISTED IN RESPONSE TO THE FIRST QUESTION AND ITS EXPERIENCE-THAT THERE IS LITTLE COST ASSOCIATED WITH VOTES INCONSONANT WITH USG VIEWS-WE FIND THAT ETHIOPIA BOTH UNDER THE EMPERIALAS WELL AS UNDER THE PRESENT REGIME, HAS NORMALLY VOTED AGAINST US. THIS RESULT IS NOT DUE TO ANY DIFFICULTY WITH THE CONCEPT THAT "INTERACTION ON THESE ISSUES IS PART OF THE BILATERAL RELATIONSHIP" RATHER IT IS THE OUTCOME OF DIFFERENCES IN NATIONAL INTEREST PERCEPTIONS AS WELL AS COST/BENEFIT CALCULATIONS BASED ON EXPERIENCE. EPMG HAS NONETHELESS SOLICITED USG SUPPORT ON MATTERS OF IMPORTANCE TO ITSELF, E.G. TFAI. HUMMEL

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